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ABSTRACT

Following the introduction of first-time student fees in the California Community Colleges (CCC) in 1984, minority student enrollments decreased markedly. A special statewide symposium was convened by the Board of Governors (BOG) of the CCC, and in 1986 a major policy statement was adopted to improve minority student access and achievement. In addition, a standing Board Committee on Equity and Diversity (BCED) was established in 1989. The BCED subsequently developed a policy document calling for increased emphasis on transfer and retention of underrepresented students; broader provision of English as a Second Language (ESL) and basic skills instruction; and greater representation of such students in occupational education programs. During 1990, two items were developed by the staff of the BOG. The first of these was a preliminary draft of a student equity goals statement, which led to the development of a report outlining what should be included in a comprehensive policy document. In addition, a compendium was developed, listing and describing specially funded projects targeting on student equity goals. In 1991, a significantly revised policy statement on student equity was developed and formally entered into consultation among the various governing councils of the CCC in 1991. The Academic Senate Executive Council proposed significant changes which were entered into the consultation process and a subcommittee of Council representatives developed a consensus statement. A chronology of the consultation process, and the BOG's policy statement are appended. (PAA)

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Board of Governors
California Community Colleges
May 14-15, 1992

STUDENT EQUITY POLICY: A STATUS REPORT

8

A Report

Staff Presentation *Gus Guichard, Interim Vice Chancellor*
Governmental Relations

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Presented as agenda item number 8 at a meeting of the Board of Governors of the California Community Colleges (Livermore, CA, May 14-15, 1992).

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Board of Governors
California Community Colleges
May 14-15, 1992

STUDENT EQUITY POLICY: A STATUS REPORT

8

A Report

Background

A consistent theme in the Board of Governors *Basic Agendas* and other policy documents of the past several years has been the enhancement of underrepresented student access and success. This policy concern was raised to a heightened level as a result of the impact of first-time fees in 1984 on the enrollment of low-income and minority group students. Following a report in Spring 1985 on reductions in minority enrollment, the Board responded by convening a major statewide "Symposium on the Enrollment, Retention and Transfer of Minority Students." The efforts of the Symposium resulted in the 1986 adoption of a major policy statement by the Board of Governors on the Enrollment, Retention and Transfer of Minority Students (Appendix).

Renewed concern on the part of the Board for the status of underrepresented students was evidenced by the establishment of a standing Board Committee on Equity and Diversity in 1989, and in the priority accorded this area in annual planning sessions of the Board. The most recent policy document, *The Basic Agenda: Policy Directions and Priorities for the Nineties*, continues to place an emphasis on increased retention and transfer of underrepresented students, broader provision of English as a Second Language, basic skills instruction, and greater representation of such students in occupational education programs.

Analysis

Paralleling this interest, the Board has called for the development of a system policy on student equity. That policy has been under development and review over the past two years in an effort to achieve participatory support from all elements in the system. This report details the chronology of its development, its Consultation path, and the current status of the policy.

Staff Presentation: *Gus Guichard, Interim Vice Chancellor Governmental Relations*

Student Equity Policy

A Status Report

Background

A consistent theme in the Board of Governors *Basic Agendas* and other policy documents of the past several years has been the enhancement of underrepresented student access and success. This policy concern was raised to a heightened level as a result of the impact of first-time fees in 1984 on the enrollment of low-income and minority group students. Following a report in Spring 1985 on reductions in minority enrollment, the Board responded by convening a major statewide "Symposium on the Enrollment, Retention and Transfer of Minority Students." The efforts of the Symposium resulted in the 1986 adoption of a major policy statement by the Board of Governors on the Enrollment, Retention and Transfer of Minority Students (Appendix).

Renewed concern on the part of the Board for the status of underrepresented students was evidenced by the establishment of a standing Board Committee on Equity and Diversity in 1989, and in the priority accorded this area in annual planning sessions of the Board. The most recent policy document, *The Basic Agenda: Policy Directions and Priorities for the Nineties,* continues to place an emphasis on increased retention and transfer of underrepresented students, broader provision of English as a Second Language, basic skills instruction, and greater representation of such students in occupational education programs.

Stages in the Development of the Student Equity Policy

During 1990, two items were developed by staff and introduced into Consultation. The first of these items was a preliminary draft of a student equity goals statement. That statement provided the basis for discussion and refinement of a report presented to the Board at its November 1990 meeting. The report, *Achieving Student Equity: An Outline of Work and A Compendium of Projects,* was the product of work by the Chancellor's Office staff "Equity Council," including substantive discussion with the field through the Consultation process. The report outlined what should be included in a comprehensive document containing policy recommendations and implementation. In addition, a second part of the report, the "Compendium" listed and described specially-funded projects, which focused on student equity goals. The report also identified as much as $147 million of categorical funds that were directed in some manner toward the achievement of such goals.

In 1991, staff determined that the report, as originally conceived with all the details of a plan, would have called for an excessive amount of additional workload on the Colleges to implement, and a different approach was initiated. The new approach

resulted in the development of a significantly revised paper, "Policy Statement on Student Equity in the California Community Colleges," that was formally entered into Consultation in August of 1991.

Recent Developments in Consultation

Upon entering the Consultation process, the preliminary draft was discussed by the Council of Chief Instructional Officers (CIO), the Council of Chief Student Services Officers (CSSO), the Council of Student Body Governments (CSBG), the Academic Senate, and the Council of Community College Organizations (Council of Orgs.). It was not discussed by the Council of Chief Business Officers (CBO) nor the Executive Council. The councils that discussed the document (and some discussed it on more than one occasion) were in agreement with the thrust of the document calling on districts to adopt a policy on student equity and to develop a means to implement the policy. Some modest modifications were suggested. However, the Academic Senate Executive Council asked for significant changes, and subsequently embodied their request in a position paper, "Student Equity: Proposals for Action," unanimously adopted in November at the Senate's Fall 1991 session. The thrust of the Senate's position was that the Board of Governors adopt minimum standards to require district development of student equity plans with specified components.

The results of Consultation on the preliminary draft up to that time and the thrust of the Academic Senate's position were discussed at a meeting of the Council of Organizations in December 1991. The Council of Organizations could not reach an agreement on a particular direction with which to go forward. It recommended that a subcommittee of the Council be formed to attempt to resolve the differences inherent in the two approaches. The Council of Organizations would then review the subcommittee's report when it was complete.

The subcommittee, the "Student Equity Policy Review Group," was comprised of representatives of all the Consultation councils, plus representation from the Community College Trustees and the Extended Opportunity Programs and Services Statutory Advisory Committee; this group met during January through March 1992. As a result of their deliberations, the subcommittee presented a consensus statement, "A Taskforce Proposal: Policy Statement on Student Equity in the California Community Colleges," to the April meeting of the Council of Organizations. This statement moved the policy from a minimum standard to a regulation requiring a plan.

The Council of Organizations basically endorsed the subcommittee proposal, acknowledging that while regulations requiring a plan should be recommended, certain provisions detailing definitions and measures could be carried in accompanying guidelines, rather than in regulatory language. This constituted the Council's advice to the Chancellor, and carried with it an understanding that modifications would be made to the document.

Next Steps

As a result of this policy development process, Chancellor's Office staff has entered the last Consultation stage. The subcommittee document, with agreed-upon modifications, was placed back into Consultation so that other councils (the Council of Chief Instructional Officers, the Council of Chief Student Services Officers, the Council of Chief Business Officers, the Council of Student Body Governments, and the Executive Council) that had not had an opportunity to review the proposal could do so. The advice of the councils will be communicated to the Chancellor to help shape the document that will be presented to the Board for "first reading" in July, 1992. (A specific chronology is included as an attachment to this report.)

ATTACHMENT

STUDENT EQUITY POLICY

A Consultation Chronology

December 1989

The Board of Governors established a standing Board Committee on Equity and Diversity to oversee student, faculty, staff affirmative action and diversity, and the development of policies in these areas.

Winter 1989-Spring 1990

The Chancellor assigned staff to develop an appropriate statement of student equity goals that would address issues of underrepresented student access and diversity. This statement was to be seen as a corollary to AB 1725 goals for faculty and staff diversity.

April 1990

A preliminary draft "Statement of Goals for Student Equity," was sent to all Consultation Councils in order to encourage broad discussion on the specific measures to be used and the appropriate target dates for achievement of goals. The statement addressed goals for access, retention, transfer, and degree/certificate completion"

Summer 1990

Following discussion with the field and internal review, it was concluded that the goal statement would benefit from staff identification and analysis of existing state-funded student equity projects and activities. The Chancellor established a staff "Equity Council" to assist in this work.

November 1990

The work of the staff council resulted in a report being placed into Consultation and subsequently presented to the Board of Governors: *Achieving Student Equity: An Outline of Work and A Compendium of Projects.* This report outlined the steps to be taken in developing a comprehensive document that would include both policy

recommendations and an implementation plan. The report also identified as much as $147 million of categorical funds that are directed in some manner toward student equity goals.

Winter 1990-Spring 1991

Although the report was subsequently developed in response to the outline reviewed by the Board, as a result of internal review, it was not placed into Consultation. The report was judged to have called for an inappropriate amount of additional workload on Colleges already struggling with the many requirements of AB 1725.

Summer 1991

A determination was made that the original concept that emphasized policy considerations, with a commitment of state resources, should replace the more comprehensive plan.

August 1991

A significantly revised paper, "A Taskforce Proposal: Policy Statement on Student Equity in the California Community Colleges," was formally entered into Consultation. Five of the seven Consultation Councils subsequently reviewed the draft paper and generally endorsed it with minor modifications suggested. However, the Academic Senate asked for significant changes in the policy, basically, that the policy be adopted as a minimum standard.

November 1991

The Academic Senate at its Fall session, unanimously adopted a position paper, "Student Equity: Proposals for Action," subsequently discussed in the Council of Organizations and separately presented to the Board of Governors.

December 1991

The Council of Organizations considered both the Chancellor's Office draft and the Senate paper and discussed the different approaches (a recommendation to the districts to develop a student equity policy and implement it, as opposed to a minimum standard in Title 5 regulations to develop a specified student equity plan). A subcommittee of the Council of Organizations, dubbed the "Student Equity Policy Review Group" was established to resolve the differences in the two approaches.

January-March 1992

The subcommittee met, developed several drafts and presented a consensus statement, "A Taskforce Proposal: Policy Statement on Student Equity in the California Community Colleges," to the Council of Organizations for review.

April 1992

The Council of Organizations endorsed, in large measure, the statement from the subcommittee, which calls for regulations requiring a Student Equity Plan, but acknowledged that while regulations requiring a plan should be adopted, certain ancillary provisions of definitions and specified Chancellor's Office activities might be carried in accompanying guidelines. This constituted the advice to the Chancellor with an understanding that some modification could take place dependent on the judgment of the Chancellor.

May 1992

The revised policy as endorsed by the Council of Organizations was entered into Consultation.

APPENDIX

POLICY STATEMENT ON THE ENROLLMENT, RETENTION AND TRANSFER OF MINORITY STUDENTS

Adopted by the
Board of Governors of the
California Community Colleges
July 1986

POLICY STATEMENT ON THE ENROLLMENT, RETENTION AND TRANSFER OF MINORITY STUDENTS

The Board of Governors of the California Community Colleges declares that the goals of equal educational oportunity and educational excellence are compatible as well as fundamental to the delivery of the community college mission to all Californians who -- now and in the future -- aspire to improve their lives and livelihoods as informed, productive participants in a democratic society which depends upon education to promote and preserve the humanistic values essential to the achievement of individual dignity through personal effort and the availability of full educational opportunities.

The Board of Governors further declares that, despite significant past efforts, the goal of equal educational opportunity has not been achieved for millions of poor, minority, disabled, and elderly Californians. The Board is deeply dismayed at the failure of the community colleges to achieve the much higher levels of educational equality of which we are capable, and the Board is alarmed by the fact that inequality of educational opportunity has increased among persons of Black and Hispanic heritage especially. Given the State's demographic and economic trends, the Board recognizes that unless action to achieve comprehensive educational equity is taken now and is sustained in the years ahead, Californians can expect to face deepening crises of a social, economic, personal or political nature that could undermine the health and welfare of everyone.

The educational crises in student underpreparation and the underrepresentation of ethnic and language minorities are faced by both our State and our Nation. Therefore, the Board of Governors hereby resolves to declare the solution of these problems among its top priorities and to these ends instructs the Chancellor of the California Community Colleges to execute the following directives:

1. The Chancellery of the California Community Colleges will have its staff, fiscal and other resources increasingly targeted upon the development, monitoring and evaluation of the educational plans of all the community colleges so as to ensure that instructional programs, and support services fulfill the specific educational needs of ethnic and language minority students and the educational needs of all students served.

2. The Chancellery will identify from among the major efforts toward educational reform -- whether from primary schools or universities -- those efforts designed to improve the preparation and participation of ethnic and language minorities, and incorporate the impact of these efforts in constructing a community college plan for better serving underrepresented groups. The Chancellor will make an annual report to the Board of Governors on the progress of efforts to improve the status of minority students.

3. The Chancellery will develop a set of criteria designed to evaluate the implementation of existing policies and the development of future policies so as to ensure that all appropriate policies of the Board of Governors promote the achievement of educational excellence and advance the

Board's intent to increase the participation and preparation of ethnic and language minorities, particularly Hispanic and Black students.

4. The Chancellery will develop a comprehensive action plan for recruitment, enrollment, retention and transfer of minority students which emphasizes its dual commitment to both access and educational excellence. This plan should incorporate recommendations stemming from the Board-sponsored Symposium on the Enrollment, Retention and Transfer of Minority Students. The plan should address the following five major issue areas identified by symposium participants:

   (a) Outreach -- Improve the public perception of community colleges as viable institutions of higher education which can well serve the needs of ethnic and language minorities.

   (b) Uniform and Clear Standards -- Develop a set of clear expectations for all students in areas such as: course prerequisites, basic skills, academic progress and probation/dismissal standards.

   (c) Serving Student Needs -- Emphasize, redirect, and increase both educational and support services for students to ensure the retention of minority students who, through appropriate assessment and placement, may then be able to succeed, at the same time that rigorous academic standards are also implemented.

   (d) Partnerships -- Improve the efforts between the different educational systems aimed at increasing the transfer rates of minority students from high schools to community colleges and from community colleges to four-year colleges and universities. Support partnerships between institutions in different systems; encourage reciprocal agreements on acceptable courses and programs, and the creation of widely accepted common curricula.

   (e) Institutional Commitment -- Commitment to improving minority student recruitment and retention by colleges, districts, and the system must be demonstrated not only in developing policies but by allocating staff and resources to those areas of the institution most impacted by the needs of ethnic and language minority students.

Since the Board of Governors is committed to the achievement of educational equity and educational excellence, understanding both to be coterminous concepts, the Board hereby declares that standards of educational excellence must measure not only student progress and student outcomes, but they must also measure the ability of our institutions to bring about that progress and those outcomes. The Board believes that the entire community college family is accountable for developing and maintaining access and excellence by providing students with the necessary educational tools to achieve academic success.

Understanding that the achievement of equity and excellence depends upon the mutual cooperation of educators, government officials, business leaders, and private individuals who are concerned about success at every level of educational endeavor in California, from kindergartens to universities, the Board hereby further resolves to instruct the President of the Board of Governors to

convey this policy statement to the presidents of all local community college boards of trustees so as to provide guidance in the immediate implementation of its basic principles.

Finally, the Board also resolves to instruct the President of the Board of Governors to convey this policy statement to the presidents of the State Board of Education, the Board of Trustees of the California State University, the Board of Regents of the University of California, and the governing bodies of California's independent colleges and universities, urging them to adopt similar policy statements as may be appropriate.